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MISSION TO HAITI

**Evaluation of
Cooperative Agreement
No. 521-0236-A-00-1105-00**

**of the
American Institute for Free Labor Development (AIFLD)**

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TABLE OF CONTENTS

LIST OF ACRONYMS	i
EXECUTIVE SUMMARY	iii
I. INTRODUCTION	1
A. Purpose of the Evaluation and Primary Issues Examined	1
B. Haiti Context	2
C. Evaluation Methodology	3
II. AIFLD ACTIVITIES	3
A. Overview of AIFLD	3
B. Project Overview	4
C. Description of Project Components and Accomplishments	6
1. Technical Assistance	7
2. Training	8
3. Administrative Support to Unions	8
4. Election Activities	9
5. Humanitarian Assistance	10
III. PROJECT MANAGEMENT	11
A. AIFLD's Mode of Operation	11
B. AIFLD Management	12
1. Reporting	12
2. Financial Reporting	12
3. Planning	13
4. Monitoring and Evaluation	14
C. USAID Management	14
D. Cost Effectiveness	14
IV. PROJECT IMPACT	16
A. Institution Building	17
B. Women's Participation	18
V. CONCLUSIONS AND RECOMMENDATIONS	20
A. Management Issues	20
B. Program Issues	21
List of Documents Consulted	
List of Contacts	
ANNEX I: Scope of Work	
ANNEX II: Evaluation Work Plan and Schedule	
ANNEX III: Project Activities and Indicators	

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ACRONYMS

ADF	America's Development Foundation
AFL-CIO	American Federation of Labor, Committee of Industrial Organization
AFT	American Federation of Teachers
AID	Agency for International Development (USAID)
AIFLD	American Institute for Free Labor Development
AJH	Union of Haitian Journalists
CA	Cooperative Agreement
CATH	Autonomous Central of Haitian Workers (Centrale Autonome des Travailleurs Haitiens)
CEP	Conseil Electoral Provisoire
CGT	General Central of Workers (Confederation Generale des Travailleurs)
CISN	Independent Confederation of National Trade Unions
CLED	Center for Free Enterprise and Democracy (Haiti)
CNEH	National Confederation of Haitian Teachers (Confederation Nationale des Enseignants)
CNTH	National Confederation of Haitian Workers
CONADESH	Conseil National pour le Developpement du Syndicalism Haitian
CPD	Country Program Director (AIFLD)
DEP	Democracy Enhancement Project
FNTS	National Federation of Unionized Workers
FOS	Federation of Unionized Workers (Federation des Ouvriers Syndiques)
GSP	Generalized System of Preferences
ICFTU	International Confederation of Free Trade Unions
IFES	International Foundation for Electoral Systems
IRI	International Republican Institute
KOTA	Confederation of Haitian Workers and Employees (Konfederasyon Ouvriye Travaye Ayisyen)
LAC	Latin American/Caribbean Bureau of USAID
NDI	National Democratic Institute for International Affairs
NEA	National Education Association
NED	National Endowment for Democracy
OAS	Organization of American States
OGITH	General Independent Organization of Haitian Workers (Organisation Generale Independante des Travailleurs Haitiens)
ONTH	National Organization of Haitian Workers (Organisation Nationale des Travailleurs Haitiens)

ORIT

Interamerican Regional Organization of Workers

PIRED

Projet Integre pour le Renforcement de la Democratie en
Haiti

SOMA

Flour Mill Workers Union

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EXECUTIVE SUMMARY

The following is an evaluation of the activities of the American Institute for Free Labor Development (AIFLD) in Haiti under a grant (a total of \$1,188,786) funded by USAID since 1991. This evaluation was initiated by USAID/Haiti to determine the impact of AIFLD's activities and assess management effectiveness. The AIFLD grant was amended several times to reflect the changing political situation. The overall purpose of the grant has been to help democratic trade unions in Haiti represent workers more effectively and more fully participate in the country's development. Planned activities include financial support to unions, training, participation in the process leading to the return of the democratically elected government and civic education in support of recent elections.

The purpose of this evaluation is to measure the AIFLD program's level of accomplishments to date. AIFLD's performance, program management and the impact of AIFLD activities are the three primary concerns of the evaluation.

The number of workers involved in trade union activities is small, around 1 percent. The Haitian labor movement is weak, especially since the bulk of the urban membership lost their jobs during the political and economic upheavals of the past four years. With the virtual disappearance of the formal economy, few collective bargaining agreements are in force or are expected.

Because the AIFLD program does not adequately document project activities, the substantiation of AIFLD activities and their impact is difficult. The evaluators attempted to find concrete evidence of AIFLD interventions and spoke to a wide range of people with knowledge of AIFLD. Since AIFLD deals directly with confederations of unions, meaningful discussions with "rank and file" members was not possible and due to the absence of labor unions in the private industrial sector, private sector interviews were not very revealing.

Institution building is one of AIFLD's most important contribution to the Haitian labor movement. The AIFLD Country Director helped the trade unions in Haiti to create a network to survive the defacto government and plan programs to try and keep in contact with heir membership. Assistance was provided to the Tripartite Commission helping union leaders to have non-confrontational exchanges with the government and the private sector. Privatization is another area where the Country Director provides advice to unions whose members work (or used to) in soon-to-be privatized companies. Although important, especially to long-term sustainability, AIFLD has not yet provided basic management technical assistance to unions.

Overall, AIFLD management is deficient. AIFLD lacks adequate planning mechanisms, has no monitoring and evaluation systems, does not have adequate program reporting and does not have an accounting system that can provide information for management decisions. Proposals have not been up-to-standard, reporting is erratic, financial management does not respond to project requirements and there appears to be little concern to provide concrete results of project activities. Accomplishments are difficult to document precisely due to management weaknesses.

Given these circumstances, it is highly likely that USAID funding could have been spent more

effectively. USAID management was impaired by the embargo and two staff evacuations causing significant staff turnover. These USAID management weaknesses also contributed to AIFLD shortfalls since they did not immediately alert AIFLD or others of the lax management, lack of performance tracking systems and insufficient reporting information. The evaluators recommend that AIFLD be required to put proper management systems in place and recommend a short, medium and long term plan for this.

The evaluators also found that overall, the AIFLD program has made a contribution to the preservation and development of the Haitian trade union movement. However, there has been limited progress in bringing women into the movement. If AIFLD substantially improves the management and documentation of their program, and clearly defines a cohesive program for labor unions in Haiti, the continued support to labor is recommended.

The evaluation team strongly recommends a short, medium and long-term agenda be established to improve management and refine a program for Haiti. Specific recommendations are summarized as follows: (See page 20-21 for full recommendations)

Management Improvement:

- ✓ **Short-term (Within 6 months):** establish work plan, indicators, monitoring system, reporting format, increased contact with USAID, and improved financial information. Joint AIFLD/USAID internal management review.
- ✓ **Medium Term (Within 1-2 years):** establish indicators and monitoring system for labor union development success, provide evidence that financial management information is used, medium term goals of AIFLD and AIFLD/Washington outlined.
- ✓ **Long Term (2-5 years):** established indicators and systems for labor union success tested and revised, AIFLD able to present comprehensive documentation on labor union status, long-term goals outlined for AIFLD and AIFLD/Haiti.

Program Refinement:

- ✓ **Short-term:** efforts focus on civic education related to election process, assistance to Tripartite Commission, indicators for programs established and results documented.
- ✓ **Medium Term:** document AIFLD assisted trade union accomplishments, medium term plan for labor union development done to include participation of women, clear indicators which include types of services offered that members are willing to pay for.
- ✓ **Long-Term:** sustainability of unions is major priority, time phased plan for labor union development established, broad based membership education.

¹ These time frames are only suggestions and would have to be reconciled with the availability of funding

I. INTRODUCTION

The following is an evaluation of the activities of the American Institute for Free Labor Development (AIFLD) in Haiti since 1991. During this period AIFLD has received a total of \$1,188,786 to support labor unions through training and technical assistance and modest amounts of support to union operating expenses. The AIFLD activities are part of USAID/Haiti's Democracy Enhancement Project (DEP) which was designed just after the 1990 elections to strengthen five primary Haitian institutions of democracy and governance: the National Assembly, political parties, the electoral commission, civil society and local government.

The Democracy Enhancement Project was authorized in May 1991 for a four year period for a total of \$24.45 million¹. The goal of this project *is to contribute to the development of a constitutional, stable, open democratic society in Haiti*. The purpose of the project *is to expand and strengthen constitutional and autonomous private institutions which facilitate broad-based participation in democratic decision making and respect for the constitution*.

The military coup in October 1991 made most of the project activities impossible to implement. Although implementing organizations had been chosen for all elements of the project, most organizations were unable to carry out project activities and indeed left the country waiting for resolution to the situation. Only AIFLD and America's Development Foundation (responsible for the Umbrella Management Unit providing sub-grants and institutional development technical assistance to Haitian NGOs working in civic education, the media, human rights and democratic debate) had substantial activities during the years of the defacto government.

A. Purpose of the Evaluation and Primary Issues Examined

The overall purpose of the evaluation is to measure the AIFLD program's level of accomplishments to date (See Annex I for complete scope of work). More specifically the evaluation examines the following:

- **Performance:** The AIFLD cooperative agreement and multiple amendments specify outputs and indicators. These indicators address questions of efficiency. Is the grantee completing the tasks outlined, and if not, why not?
- **Management:** How is the AIFLD project managed? What issues affect project implementation? Is AIFLD cost effective?
- **Impact:** Impact is essentially an effectiveness measure based on the linkages between performance indicators and project purpose indicators. Current purpose level indicators are very

¹ \$11 million in development assistance funds and \$13.45 in local currency

general. Has AIFLD established indicators to monitor results? Is the program doing the right things to effect these indicators? Since the program is an institutional development effort, what institutional development has been done with the unions and what has been the result? What basic services have been provided to affiliate unions?

- **Issues:** In addition to summarizing the accomplishments and deficiencies of AIFLD, the following questions are discussed: Why is labor important in a country that has phenomenal rates of unemployment? How can program effectiveness be improved?

B. Haiti Context

The number of workers involved in trade union activities is low, probably around one percent of the total labor force. Under the political and economic conditions that prevail in Haiti, unemployment is estimated to be as high as 80 percent of the economically-active work force. Also, 70 percent of the population is involved in agricultural activities. This raises the question of why form trade unions when there is, in essence, no employment. However, organizing workers under these conditions is essential to the development of democratic, grass-roots organizations that directly reach the nation's largest sector; the wage earners or potential wage earners in the formal and informal economies.

The Haitian labor movement is weak, especially since the bulk of the urban membership lost their jobs during the political and economic upheavals of the past four years. All of the union leaders the evaluators spoke with, admitted that they have very few members in either the urban or rural areas. The teachers' union is the exception, but they also admit that they have "lost contact" with many of their members during the defacto government, and they, like the other unions, are attempting to reestablish links with their rank-and-file.

The major labor confederations in Haiti are extremely interested in organizing rural workers. Haitian union officials note that they see the rural workers, (even if they do not work for wages), as vital to any organization that pretends to represent Haitian labor. They stress that rural workers need organizing to help protect their interests from larger farmers, to act as pressure groups to insure that local and national government officials make benefits available, and to give them some degree of control over their markets through collective action. In essence, the basic aim of organizing rural workers is to help them, through education, on how they can gain some control over their lives, and to improve the quality of life of their families.

With the virtual disappearance of the formal sector of the economy, few collective bargaining agreements are in force (the port workers apparently still have a collective bargaining contract). Limited expectations also exist that the unions will be in a position any time soon to initiate any activities in this area.

C. Evaluation Methodology

Because the AIFLD program does not adequately document project activities, the substantiation of AIFLD activities, their status and impact is challenging. The evaluation team has attempted to find concrete evidence of AIFLD interventions. To do this, the evaluators spoke to a wide a range of people who might have knowledge of AIFLD and labor union activities. AIFLD activities are channeled through confederations which are umbrella organizations for smaller unions. Although the evaluators had discussions with confederation leaders and some union leaders, there was no opportunity to have candid discussions with "rank and file" members. Since most union activity is public sector based (teachers, port workers, utility workers) and there are few private businesses with union labor discussions with the private sector have limited value.

Soon after their arrival in Haiti, the evaluation team established a work plan (See Annex II) that included their basic methodological approach, a schedule of activities and a report outline. This included all of the concerns as outlined in the scope of work, and those voiced during initial discussions especially with the United States Agency for International Development (USAID) and AIFLD. After reviewing project documentation, the evaluation team spoke to all of the labor union leaders that AIFLD is working with, USAID personnel and outside organizations that might collaborate with or have knowledge of AIFLD. To evaluate AIFLD's participation in election activities, the evaluators also spoke to Non-governmental Organizations (NGOs), international organizations and other involved in the process (See list of persons contacted at the end of the report).

This evaluation took place from August 10 through September 2 and was managed by Thunder and Associates. Two days were spent in Washington speaking to the AIFLD Washington management personnel, the USAID Haiti Task Force, the State Department Labor Advisor for Latin America and USAID's Latin America Bureau Labor Advisor. A round table session with key Haitian Labor Leaders (sponsored by the United States Information Agency) at AIFLD was also part of the agenda.

II. AIFLD ACTIVITIES

A. Overview of AIFLD

Before 1986, Haitian workers had little opportunity to develop free and democratic trade unions, or any other sort of association designed to protect and advance their interests. The few organizations that did exist before 1986 had extremely limited activities due to political and economic realities, or were established to serve a political purpose, generally by those interested in gaining a short-term populist advantage. When the opportunity first presented itself in 1986, AIFLD began a program in Haiti.

The American Institute for Free Labor Development began a series of small programs in Haiti within weeks after the fall of the Duvalier regime in 1986. These efforts were restricted in scope due to the very limited number of viable worker organizations, a lingering fear of repression among Haitian workers, continued political uncertainty in Haiti, and problems within AIFLD in finding personnel with the necessary language skills to represent AIFLD in Haiti. A series of short-term programs headed by temporary AIFLD representatives, and funded by a sub-grant from the National Endowment for Democracy (NED), was carried out between 1986 and early 1991. Besides helping to foster a nascent trade union movement, AIFLD also assisted these unions in their successful participation in the 1990 elections.

B. Project Overview

Amendment/Date	Amount of Program	Purpose/major changes
Original CA: 7/91	\$500,534	Help democratic trade unions in Haiti represent workers more effectively and more fully participate in the country's development.
Amendment 1: 7/92		Support to the Haitian trade Union Movement in its struggle to restore the democratic process. ✓ Reduction of activities
Amendment 2: 5/93		No major changes.
Amendment 3: 7/93	\$209,204	Support the trade union movement to restore democracy through maintaining a union presence, helping maintain contact with affiliates and training. ✓ Noted that low profile activities were necessary
Amendment 5: 10/94	\$127,000	No major changes
Amendment 6: 2/95	\$253,024	Continuation of previous activities. Support to trade union role in parliamentary and mayoralty elections
Amendment 7: 4/95	\$ 99,024	No major changes
Total Program	\$1,188,786	

As part of the Democracy Enhancement Project, AIFLD signed a cooperative agreement with USAID/Haiti in August 1991, for a total of \$500,534. The purpose of this two-year grant was to help democratic trade unions in Haiti represent workers more effectively and more fully participate in the country's development. Since AIFLD already had several years of experience in Haiti and had already developed relationships with several trade unions, AIFLD decided to concentrate their program on four confederations yet leave the program open to the participation of others. These confederations are the Independent General Organization of Haitian Workers (OGITH), the Autonomous Confederation of Haitian Workers (CATH), the teachers' union (CNEH) and the Workers Federation of Trade Unions (FOS). The cooperative agreement outlined four principal activities: financial support to unions for operating expenses, training in the fundamentals of trade union organizing and administration, development of trade union educational manuals and other materials and financial assistance to improve basic community services such as health facilities. Specific activities and results were defined in the agreement (See Annex III for details of activities and indicators).

In July of 1992, AIFLD's cooperative agreement was amended to alter the project description to suit changing circumstances in Haiti. The purpose of the grant was changed to support the Haitian Trade Union movement in its struggle to restore democracy in Haiti. The numbers of activities were reduced and the types of activities maintained under the grant were only modified slightly. The amendment called for the continuation of financial support to union operating expenses so that they can provide basic services to their affiliates until the political climate changed, promotion of a tripartite dialogue, and expansion of rural-based trade unions.

Another substantial cooperative agreement amendment was made in July 1993. This amendment reflected the submission of a new AIFLD proposal and the evolving political circumstances and extended the cooperative agreement completion date to June 1994. The purpose of the grant was changed to support the trade union movement to restore democracy in the country specifically through maintaining a union presence, helping the confederations to maintain contact with affiliates, assisting the unions to communicate with the outside world and continuing to train union leaders. Specific numbers of training sessions and workshops and affiliate visits were delineated, although the agreement description specifically noted that low profile activities were necessary.

At the end of this grant period, with political resolution in sight, another 6 month proposal was approved (\$127,000). The purpose of this grant was essentially the same as the previous one. It was to help the trade union movement to be a positive force in the restoration of democracy. Two major components of the AIFLD program were training (civic education/labor union training) and continued financial support to cover the operating expenses of the four primary unions assisted. Success of the program was defined by numbers of specific activities outlined in the agreement (training sessions, meetings, etc.) and an assessment of the role of labor in the return to a democratic government in Haiti. Specific activities planned that are important to mention include AIFLD's help to the confederations in organizing meetings with the UN/OAS representatives, coordinating activities with the international community, communication with the

American Federation of Labor /Committee of Industrial Organization (AFL-CIO) and the International Confederation of Free Trade Unions (ICFTU), and support for international conferences including meetings with the exiled President Aristide in the U.S. The program description also includes basic relief services and security assistance to trade unions.

With the return of President Aristide to Haiti in October 1994, AIFLD's cooperative agreement was amended in February 1995 to reflect their latest project proposal. The focus of this amendment was the rebuilding of the democratic trade movement in Haiti, helping the trade unions to play a significant role in the parliamentary and mayoralty elections in 1995 and continued financial assistance to trade unions for operating expenses. This amendment increased the funding level by \$253,034 and extended the program until June 30, 1995.

C. Description of Project Components and Accomplishments

Original project targets were established before the 1991 coup d'etat and were not feasible due to the political situation marked by periods of extreme insecurity, violence, political repression, and curtailment of civil liberties such as freedom of speech and assembly. Subsequent program proposals submitted by AIFLD and approved by USAID seemed to have little chance of success. Proposals were poorly presented and unrealistic. For example AIFLD's proposal that was approved by USAID in 1993 called for worker education programs, political education programs, rural education programs, seminars on press freedoms, restructuring of the journalists' union and other activities. Although written at an optimistic time when resolution was in sight, this would be an ambitious program for AIFLD in the best of times.

On the other hand, AIFLD's constant presence throughout this period, limited structured activities, financial support to unions and humanitarian assistance to labor leaders and their families are probably the main reasons why trade unions and some of their leadership have survived at all. AIFLD's election support activities and support to union reorganization since the return of Haiti's democratic government has been a positive contribution to the Haitian trade union movement and their increasing positive participation in national affairs. Without the assistance of AIFLD and USAID funding it is unlikely that trade unions would have played any significant role in the election process.

The following discusses the activities and accomplishments of AIFLD from 1991 to date. During this period AIFLD provided assistance to all of the major trade union confederations except the Confederation of Haitian Workers (CTH). (The CTH has refused various invitations to AIFLD-sponsored meetings due to remnants of the cold war. CTH is associated with the Latin American Confederation of Workers -CLAT- which has strained relations with the AFL-CIO and AIFLD.)

Although not precisely outlined this way in AIFLD's agreements with USAID, the evaluation team has divided AIFLD activities into several components for this discussion. The components include technical assistance, training, operating expense support to unions, election activities and humanitarian assistance.

1. Technical Assistance

Although technical assistance is not expressly stated as one major input of AIFLD's grant, institution building is one of AIFLD's most important contributions to the Haitian labor movement.² There has been an AIFLD office and country director in Haiti since 1987. The AIFLD staff was instrumental in providing advice to Unions during a very difficult time. Union members indicate that AIFLD met regularly with the unions, perhaps twice a week at each union. AIFLD helped the unions to create a network to survive the aftermath of the coup and plan programs to try to keep in contact with their membership. Moral support was extremely important to the union leaders. For various reasons, much of the union leadership changed after the coup and the new leadership was even more in need of competent neutral advice and encouragement. AIFLD worked with the union leaders, helping them to define common ground and helping them to define a strategy for their participation in the movement for the return of democracy in Haiti. The Country Director facilitated the trade union movement's meetings with various international delegations including the Organization of American States (OAS) and helped them to prepare for their meeting with President Aristide in the United States. It is important to note that before this period, trade unions saw each other as competitors or political opponents, and they rarely worked together on issues. With the AIFLD Country Director's help, unions formed a coalition and began working together.

Since October 1994, technical assistance of AIFLD continues to play an important role in developing trade union strategies. The Country Director provides counsel and expertise to the labor members of the Tripartite Commission on an ongoing basis. Union leaders with AIFLD's help are learning how to have productive non-confrontational exchanges with the government and the private sector. In the last year the Tripartite Commission worked for over a month on issues surrounding the minimum wage, an issue that has had severe political repercussions in the past. Consultants from AIFLD Washington have also been useful in this area. For example, a consultant held a workshop with the Tripartite Commission trade union representatives, helping them to understand their role better and play the part of effective union representatives vis-à-vis the government and the private sector. Although the evaluation team was unable to meet with non-labor members of the commission, representatives from the Prime Minister's office suggest very positive labor performance on the commission that is at least in part due to AIFLD's assistance.

Privatization is another area where trade union members have looked to AIFLD for assistance.

² Upon signing the July 1991 cooperative agreement, AIFLD had two long-term advisors in Haiti, a Country Director and a Program Manager. Although they were evacuated in October 1991 with most other American assistance personnel, they returned to Haiti in January 1992 and finally in March 1992. The Country Director was subsequently transferred to the Dominican Republic in May 1992, and continued to be responsible for the Haiti program traveling from the Dominican Republic to Haiti on a regular basis. The Program Manager stayed in Haiti throughout from 1991 and is currently the Haiti Country Director.

The Country Director provides regular advice to unions whose members work in soon-to-be privatized companies. One example is the flour mill where union members are currently participating in negotiations concerning privatization. The Country Director is helping them to understand what privatization means and helping them to prepare for meetings with the government. Another important area where the country director provides assistance is helping unions to design strategies to reorganize. The years of the defacto government were successful in fragmenting many unions. Contact with members was difficult and unions are in various states of disarray. Since the Country Director is a former trade union organizer, he is particularly capable at providing help in this area.

Although AIFLD helps labor leaders have more productive discussions with the private sector and government, AIFLD has not provided basic management technical assistance to unions. This is clearly an area that is very important if unions are to become self-sufficient, and provide services to dues paying members.

2. Training

AIFLD directly sponsored a total of three seminars during the grant period with a total of 100 union leaders attending. One seminar was held during the defacto government and two immediately after the return of the democratically elected government to Haiti. The seminars were all held in Port-au-Prince and included "Unions and Operating Strategies" (3/94), "Civic Rights and Community Service" (12/94) and "Privatization" (1/95).

AIFLD provided both technical and financial support to meetings of Unions and their affiliates over this period, most of which were during the defacto government. AIFLD financial records show financial assistance to approximately 35 field visits and seminars during the cooperative agreement. In these cases, the AIFLD Country Director indicates that he helps the unions plan programs and then the union is funded directly to carry out the training or field visit. The Country Director is rarely present for these sessions. It is highly likely that many more meetings or training sessions were held with the technical help of AIFLD. However, AIFLD has no systematic method for tracking such activities.

3. Administrative Support to Unions

From 1991, AIFLD's cooperative agreement called for financial support to pay operating costs of unions. To date, AIFLD has paid \$136,444 of operating expenses for four unions, OGITH, CATH, FOS and CNEH. Operating expenses paid include rent, utilities and small honorariums for staff. These unions have very small sources of other revenues and this support pays almost 100% of all of their expenses except CNEH who also receives some support from the European trade union movement. At times small amounts were paid for other union expenses, particularly at critical points where it would make the most difference. Interviews with union leaders confirm how vital this funding is. Union membership dues have always been difficult at best and after the coup when most formally employed people lost their jobs or were not getting paid and the

embargo placed more than special hardships on the population, dues collection was impossible.

The payment of operating expenses through AIFLD kept union doors open, telephones connected and union activities moving. Unions that had offices and could communicate with each other provided a forum for informal meetings and discussions and allowed Haitian trade unions to participate in the process of restoring the democratically elected government. Basic services provided by unions to members included access to legal services, and assistance to many who lost their jobs in receiving their termination benefits. In addition, funds provided through AIFLD allowed trade union confederations to carry out limited field visits and seminars at their affiliates throughout the country. Probably, what is most important is that this funding allowed unions to survive. If this funding was absent, perhaps today the face of Haiti would be minus labor organizations and Haiti would have to start all over again.

4. Election Activities

AIFLD's major activity since the return of President Aristide has been related to the parliamentary and mayoralty elections. The thrust of the AIFLD program has been training to the labor leadership to prepare them to provide election related civic education programs to their membership and help them mobilize their membership to register and vote. AIFLD election activities started with a "kick off" meeting in April 1995 managed by a union election committee with the help of AIFLD. More than 200 members of the union leadership were present at this meeting. The union leadership then held civic education seminars explaining the voting process, the offices and their responsibilities and other topics throughout the country at union affiliates, churches, markets or any places where many people could be contacted. This process was assisted by an outreach program via radio and television, posters and pamphlets. Although nine town meetings were originally planned only three town meetings were held in Les Cayes, Gonaives and Port-au-Prince for candidates to meet with trade union members and present their position on various issues. Election observer training was also carried out and 338 labor representatives were registered with the CEP as observers.

The Haitian labor movement maintains that they helped in the registration of 800,000 voters (out of a total of three million), a number questioned by some, especially USAID. Although the evaluation team looked for ways to substantiate these numbers, there is no way to do this. Numbers were reported by union leaders who carried out civic education programs throughout the country. The trade union election committee assisted by AIFLD designed a program that would assure country coverage by giving specific unions the responsibility for specific parts of the country. Approximately 200 union leaders provided civic education sessions throughout the country over a period of three months. Registration normally took place after the civic education sessions and at times the voter registration office was actually moved to the site of the education seminar. Labor leaders did a head count of those registering after the education sessions and this is how the trade union election committee came up with a total of 800,000 voters. This number includes union and non-union members and probably also includes some people who may not have registered and just attended the education sessions.

AIFLD's original target was the registration of 200,000 people. When the election committee was asked to project the numbers of people that they thought they could help register, they estimated two million. While this is not realistic, and even if 800,000 is an inflated figure, discussions with union leaders and their continued level of engagement suggest that the AIFLD activity helped to register substantial numbers of voters. The evaluators saw evidence of the confederations level of engagement in the election process as the union leaders planned and organized for the training and materials for the next civic education program to be carried out before the run off elections scheduled for September. The committee put together a program that again assures that the country is covered by dividing the country and put a training program and materials together spending many days (and nights) to complete their work. Conversations with union leaders indicate that it will be even more difficult to convince people to participate in the coming election than the last one. In the last election, the level of voter registration and voting was mostly linked to the amount of information people received on the process and why it was important (as well as certain security concerns). This was precisely the purpose of the AIFLD-sponsored activity. In the coming election, union leaders feel that they have to convince voters that their vote makes a difference because some voters were not pleased with the outcome of the last election.

AIFLD's coordination with the CEP, National Democratic Institute (NDI), International Republican Institute (IRI) and others involved in election relation activities has been inadequate. USAID reports that despite initial introductions and urging to coordinate activities with the CEP, AIFLD did not do so. NDI reported that they wanted to include labor representatives in the debates that they sponsored, but the request for names from AIFLD was not answered. IRI reports no communication with AIFLD and although some evidence of communications with the CEP exists, finding people at the CEP who had much knowledge of the AIFLD civic education program was difficult.

5. Humanitarian Assistance

Although not part of the original activities of the cooperative agreement, humanitarian assistance activities became an important part of AIFLD activities during the defacto government and will have a lasting positive effect on AIFLD's credibility in Haiti. Members of various unions have cited AIFLD, and the personal commitment of the country director as instrumental in helping union leaders and members who were placed in jeopardy by agents of the defacto government. AIFLD, like many other organizations and individuals, provided a safe haven for trade unionists in difficulties. AIFLD helped those arrested or injured and supported expenses for some who were in internal exile. The AFL/CIO Impact Project³ and the USAID Human Rights Fund (through *Projet Integre pour le Renforcement de la Democratie en Haiti - PIRE*) provided funding for medical assistance, and food donations. Some of these funds also provided supplies for the aftermath of Tropical Storm Gordon, built latrines in Cite Soleil and helped trade union families

³ This project is funded directly from AFL-CIO funds or that of affiliates and is usually used for small projects not exceeding \$5,000.

buy school supplies so that children could go back to school.

III. PROJECT MANAGEMENT

Management issues have decreased the effectiveness of the AIFLD program. In general, AIFLD does not respect cooperative agreement provisions and general good management practices that call for reporting, mission clearances for consultants and travel, clearly established scopes of work for the Country Director and consultants, the establishment of monitoring and evaluation systems and planning mechanisms. This contributes to a technical program that is not well planned, or well documented and makes it difficult to substantiate program results.

A. AIFLD's Mode of Operation

AIFLD is an instrumentality of the AFL/CIO, and operates almost exclusively on USAID funding. Since 1962 AIFLD has received mostly central USAID funding for programs⁴ throughout Latin America and the Caribbean. As USAID Washington funding declined, AIFLD has increasingly developed mission programs and receives mission funding in multiple countries. AIFLD has been accustomed to operating programs financed by central USAID funding. Ownership of these programs is not claimed by missions and Washington-based personnel have no means to monitor most project activities.⁵ The net result is that AIFLD has developed an extremely independent mode of operation that AIFLD staff now accept as their normal operating procedure. Compared with other grantees and contractors, AIFLD activities have generally not been closely monitored and the relative level of contact with USAID has usually been less.

Because AIFLD has been accustomed to operating in such an independent manner, responding to the management demands of the Haiti mission has been difficult for AIFLD. In fact, AIFLD feels that some requests are simply inappropriate primarily because AIFLD does not normally do so in other countries. One recent example of this is USAID/Haiti's requests for weekly reports on election activities. Other grantees receiving funding for election activities supply these weekly reports. AIFLD has resisted submitting these reports and, in fact, the Country Director was told by his Washington office not to submit them. Other reporting is also not up to normal standards but AIFLD doesn't seem to appreciate the need for written documentation on activities and accomplishments. This circumstance has made it impossible for anyone to validate AIFLD's work.

⁴ As an example of AIFLD funding levels, regional grant funds of \$21,148,364 was authorized for a three year program which was completed March 31, 1993.

⁵ A 1993 evaluation of AIFLD's central grant brings this up as one of the programs central management issues.

B. AIFLD Management

The Haiti AIFLD office is currently staffed by six people (accountant/secretary, driver/messenger, guard, secretary, janitor and the Country Director). Until May 1994, AIFLD had both a Country Director and a Program Director, although for most of the time the Country Director was based in the Dominican Republic.⁶ The Country director is supervised by the Regional Director in Washington, D.C. Overall this staff does not seem excessive in any way and could be reconsidered depending on the type of program that AIFLD may develop in the future.

1. Reporting

AIFLD reporting under the grant, has been erratic. In addition, the form and substance of the reports have most often not been the most appropriate for accurately assessing AIFLD's performance under the grant. AIFLD's initial cooperative agreement provided no clause on reporting responsibilities. In 1993, an amendment to AIFLD's cooperative agreement called for quarterly reports. Although the evaluators found evidence of annual reports, monthly reports and six-month reports, only one quarterly report was produced. Reports submitted did not clearly explain the activities of the AIFLD staff, especially the Country Director and consultants, lack clear presentation and details of training programs, did not mention the importance of the payment of operating expenses by the program and usually failed to convince the reader that AIFLD had a viable program in Haiti.

2. Financial Reporting

AIFLD's financial reporting system does not provide information that can be used to make management decisions. For example, AIFLD is unable to respond to requests for financial information that is not categorized according to their cooperative agreement budget line items. The evaluators requested several pieces of financial information both from the field office in Port-au-Prince and from the home office in Washington, D.C. The AIFLD Haiti budget has ten basic line items (salaries, travel, rent/utilities/supplies and equipment, communications and postage, local benefits, consultant fees and expenses, other direct costs, program costs and overhead). Information that was requested included the specific composition of the program cost line item. Neither office could provide the information. The evaluators also requested the specific use of the consultant fee and expense line items (which consultants and for what purposes and amounts). Although this is a line item of the cooperative agreement budget, both offices were, again, unable to provide the information. Without rapid access to this sort of information, AIFLD is unable to track program progress in relation to cost which is essential to the management of any project.

AIFLD does the major part of the accounting for the Haiti program in Washington with the Haiti field office providing financial reports and documentation justifying field expenses. AIFLD draws down on their federal letter of credit and thus vouchers are not submitted to the mission in Haiti.

⁶ The Program Director became the Country Director around May 1995.

The Haiti Mission routinely does payment verifications of grantees to determine if they have adequate controls in place to assure that assets are safeguarded and transactions are executed properly. Conversations with the USAID Controller's Office indicate that verifications of AIFLD have been done recently and some deficiencies were noted in documentation, cash management and internal control systems. All of the verification issues have been addressed and the USAID controller's office will continue to monitor the situation.

3. Planning

Evidence shows that the planning of AIFLD's Haiti program can be greatly improved. First, unsolicited proposals to USAID for funding need to be improved. In reviewing the proposals since 1991, they have clearly become proforma, repeating much of the same information of the past. The proposals need specific information outlining accomplishments, how success was measured and how the program proposed will build on the success. Programs need to be much more precise with realistic outputs and indicators of success defined. An example that illustrates the lack of clarity is AIFLD's proposal of February 1995 (Amendment 6) that states that one activity of AIFLD would be job creation. The paragraph describing these activities is murky at best and in fact evidence is lacking to show that AIFLD actually planned activities in this area.

AIFLD/Haiti also needs to plan their work and present those plans to USAID. Currently, the evaluators have the impression that AIFLD activities are all ad hoc. Although a degree of flexibility is necessary and was vital when the political situation required inventive solutions to difficult situations, AIFLD needs to develop periodic work plans and provide reports based on these. This will not only help AIFLD accomplish their objectives but will provide information on how money will be spent and for which activities. AIFLD's initial participation in civic education activities for the election process is a good example of how improved planning would have improved their performance. Because activities were not planned in a timely fashion, the synergy that could have been gained by collaborating with other organizations such as NDI and IRI was lost and some activities were not carried out as time ran short.

AIFLD is particularly confused about proposal submission and funding levels. They claim that the uncertainty of funding and funding for short periods have made it difficult to prepare work plans and follow them (and therefore they have not prepared them). On the other hand, AIFLD has submitted multiple proposals for various periods of time. While AIFLD expects to receive a response to these proposals, USAID does not normally respond to unsolicited proposals except through the contracting officer after a proposal has been accepted.

4. Monitoring and Evaluation

AIFLD has no system for monitoring project activities and evaluating their progress. Because AIFLD's program is primarily the institution building of the trade unions in Haiti, it is especially important that indicators of progress be established and tracked. Although this may not be an easy task, assessing the progress and impact of the program without these sorts of indicators is extremely difficult (and sometimes impossible). AIFLD seems to put little emphasis on monitoring and evaluation criteria and systems viewing them more as a bureaucratic requirement rather than useful tools.

C. USAID Management

The AIFLD project has also been frustrated by what AIFLD considers to be inconsistency in USAID management, especially high turnover of project management staff. Although the direct hire staff of USAID has not experienced high turnover, AIFLD's day-to-day contact has more likely been with contract staff and the AIFLD program has been managed by at least four individuals over four years, each with different management styles, and information requirements and various degrees of familiarity with labor unions. Overall, USAID has not been very demanding of AIFLD, overlooking their lax management, never mentioning their lack of performance tracking systems and never commenting on reports that provided insufficient information until very recently. Even when AIFLD failed to submit quarterly reports, (since 1993) it is only recently that documentation shows that USAID notified AIFLD requesting the reports.

D. Cost Effectiveness

Given the prior discussions concerning AIFLD's management deficiencies, it is highly likely that funds could have been spent more effectively. AIFLD has spent close to \$1.2 million in the last four years. It is not an unimportant sum of money. Better planning, project performance tracking systems, and good management practices could improve the performance of AIFLD activities and thus increase the overall cost effectiveness of the program.

From 1991 to date, the AIFLD Haiti program received a total of \$1,188,786. Since AIFLD Washington financial management reports are based on line items outlined in their cooperative agreement (salaries, travel, rent/utilities, etc.) and not by project components or activities (technical assistance, training, elections, etc.) information about the costs of specific programs and activities is difficult to obtain. Discussion with AIFLD Haiti staff and the examination of some of their financial documentation has allowed the calculation of an approximate amount spent on specific programs as follows:

Program	Percent of Total Budget ⁷
Technical Assistance ⁸	30%
Training/Support to Union meetings	8%
Financial Support to Unions ⁹	11.5%
Election Activities ¹⁰	11%
AIFLD/Haiti Administrative Costs ¹¹	17%
AIFLD/Washington Administrative Costs	22.5%

Clearly the most important program in financial terms is the technical assistance provided by the Country Director and the Program Director. From the previous discussion on the technical assistance component of the project, this has also been the most important substantial part of the program. Of questionable value was a Haiti Country Director based in the Dominican Republic. Although he did provide some technical assistance to the Haiti program during this period (and more likely technical assistance to the program director) and the circumstances might have warranted the change at the time, in retrospect, funds possibly could have been spent more efficiently. The cost effectiveness of some consultants is also questionable especially since the consultants work was not clearly defined and evidence of their contribution to the program is lacking.

Administrative costs of Washington are the next most important cost of the Haiti program. This overhead rate is set by the GAO in Washington and in comparison to other organizations is extremely reasonable. Haiti administrative costs cover all employees but technical assistance, and all costs that it takes to run the office. Using funds to run the office is almost as important as the

⁷ As stated this is an approximation and should be used to understand the importance of one program in relation to another. Although this information was requested of AIFLD Washington, it was not provided.

⁸ This includes the cost of the Country Director while based in the Dominican Republic for part of the time. He was also financed through AIFLD's regional grant for part of the time.

⁹ Actual figure of \$136,444 used for this calculation.

¹⁰ The Haiti AIFLD office reports a total of \$140,000 spent directly on election activities.

¹¹ Includes the local AIFLD staff, vehicle operations, rent, utilities.

technical assistance itself. The office is conveniently located to trade union members and although large, it is needed to accommodate various meetings of trade union people. The AIFLD office has been an important meeting place for union leaders, at times even providing space for the Tripartite Commission.

AIFLD education and training activities were limited to three AIFLD sponsored seminars and 40-50 Union meetings and seminars. The three seminars held in Port-au-Prince represent 8% of the cost of all training activities at a cost of approximately \$80 per union member attending. This cost per participant seems high. Although impressions from USAID and PIRED staff who attended the seminars are favorable, perhaps less expensive seminars should be held to reach not only the Union leadership but rank and file members as well.

Election activities have taken on financial significance for AIFLD and have been AIFLD's major focus of activities since the return of the democratically elected government in October 1994. Funds for election activities were spent for an initial kick off meeting (8%) which by all accounts (including USAID) was well done, civic education meetings throughout the country (32%), numerous radio spots (judged by PIRED staff to be well done), posters and pamphlets (the CEP has been using these as well-done examples of education materials) (20%), three meetings to meet the candidates in Les Cayes, Gonaives and Port-au-Prince (6%) and training for election observers (12%), plus overhead.

Financial support to four confederation of unions represents eleven percent of AIFLD's total budget. Funds are used to pay the operating expenses of Confederation Nationale des Enseignants (CNEH), OGITH, CATH and FOS. These expenses include salaries of the general secretary, regional representatives, activists that travel in the field to meet with affiliates, support staff, rent, utilities, and travel. Basic services provided through this support include limited numbers of seminars, legal services, assistance in receiving benefits and access to information from outside of Haiti.

IV. PROJECT IMPACT

Effectively and convincingly assessing and documenting the impacts of an institution building process is a challenge, especially during a period of such political stress and in face of formidable obstacles. Even so, AIFLD has done very little to define and refine indicators or attempt to assess the results of their activities over the last four years.

A. Institution Building

• Most unions survived.

Prior to the military coup in 1991, trade unions had developed an important membership base, and had potential to play a substantial role in national life. The labor movement, however, was only partially organized and had a long way to go to become an effective voice for Haitian workers. The major national confederations of unions varied in strength and their ability to provide services to members. CNEH (the teachers' union) was the most well developed, having a well-defined mandate, well-developed constituency, multiple funding sources and some institutional resiliency. The others (FOS, OGITH, CATH and CTG) were fragile organizations that suffered from internal conflicts and an extremely diverse membership ranging from factory workers to farmers.

AIFLD's presence, technical assistance and financial support for union operating expenses are cited frequently by the leadership of the trade union confederations as primary reasons that the national confederations are still operating and most unions throughout the country survived the years of the defacto government. The AIFLD office provided a relatively safe place for gatherings. The advice and encouragement provided by the Country Director provided hope for union members and helped them to deal with the situation in a productive way. The evaluators were told that, in fact, during the period, unions met more than ever before. They met to discuss the situation, how they could contribute to resolution and to plan how to help members in need. This was an important training period for the young leadership of the trade union movement. The fact that the unions have survived means that these organizations can build on the experience that they have gained in the past years rather than starting from zero.

• Unions are more united.

Before the 1991 coup, unions saw each other principally as competitors. The labor union confederations, except CNEH, group all types of labor unions and are not organized by profession. Therefore, all of the confederations (except CNEH) are vying for the same members. This adversary relationship between confederations was further exacerbated because some are splinter groups from the original unions organized. Probably, in part due to circumstances that provided a common goal and in part due to the presence of AIFLD facilitation, unions have started to work together. This bodes well for an effective trade union movement that can represent Haitian workers. During the years of the defacto government union representatives met together to outline their role in a strategy for the return of the democratically elected government. Most recently, unions have worked together to develop a civic education program that will improve the registration process and voter understanding of elections and candidates.

• Unions have started to mature.

Unions have recognized that some of the ways that they approached problems in the past were not productive. As a group of unionists told the evaluators "we used to be children and now we are adolescents". For example, this is the first election in Haiti in which the trade unions did not support any one political party. In the past, they had been allied with one party/candidate. However, in this election, the confederations agreed to be neutral and support the voter

registration and monitoring process. Other unionists explain that they understand that workers cannot always make demands, and that a dialogue with management is what is important. Still other unions are struggling to understand privatization and what this means for their membership.

- **Unions played an important role in the recent elections.**

Although questions about the actual numbers of people that the trade unions assisted in registering to vote exist, union leaders' dedication to their current civic education program is an indication that unions are playing a significant role in educating people about the election process. This is not the first time that unions have played a role in elections. In 1990, the unions also participated in delivering civic education related to elections. Currently, the election education/registration program is organized by a coalition of trade unions. The program is designed to train trainers who go to meeting places, markets, churches or any place where they might be able to contact large groups of people to deliver their education program. The unions have also registered 338 observers with the CEP. The election committee organizing this program is a dedicated, well informed group of people who seem to be committed to strengthening the unions and see the trade union movement as a broad based, multi functional organization designed to help people improve their lives.

- **Labor is participating as part of the Tripartite Commission.**

The trade union confederations are represented on the Tripartite Commission by people who were chosen by all of the confederations and seem to meet the approval of almost all of them. This, in itself, is an accomplishment. The major accomplishment, however, is that labor representation is sitting with the private sector and the government to discuss substantive issues where all three groups have very divergent views. The most recent example of this is the discussion of the minimum wage. To some it was surprising that the members of the Tripartite Commission actually agreed on a wage that could be recommended to the President. Although the Tripartite Commission has really just started its work, it is evidence that unions are learning how to discuss issues and negotiate with sectors of economy previously viewed as the enemy.

B. Women's Participation

Overall, only limited progress has been made in bringing women into labor movements in the region as full participants.¹² The evaluation team had limited access to records on membership, training, or meetings by gender. The records reviewed concerning union training sessions and meetings show very little attendance by women. Anecdotal evidence does suggest that some strong women leaders play a role in the Haitian labor union movement. The teachers' union, which has a high number of women members, was recently represented in the U.S. by a woman. This is partially because the Haiti country director is sensitive to these issues but also because she is a dynamic individual who represents her constituency in a convincing manner. Another woman

¹² *LAC Labor Strategy Development/AIFLD Evaluation Final Report*, Development Associates, 1993.

stands out for her participation in the ad-hoc committee established by the union confederations to coordinate their election activities. She is credited as the driving force in union efforts to register voters, extend election information and monitor the elections.

V. CONCLUSIONS AND RECOMMENDATIONS

A. Management Issues: AIFLD management is deficient

AIFLD lacks adequate planning mechanisms, has no monitoring and evaluation systems, does not have adequate program reporting, and does not have an accounting system that can provide information to help AIFLD or USAID make management decisions. In fact, accomplishments are difficult to document or prove precisely because of management weaknesses. **Recommendation: AIFLD should be required to put basic management systems in place as a condition for further financing.**

Short-Term: (Within 6 months)	Medium Term: ¹³ (Within 1-2 years)	Long-Term (2-5 years)
<ol style="list-style-type: none"> 1. AIFLD establish a 6 month work plan for USAID approval. 2. Quantifiable indicators for program success established and agreed upon with USAID. 3. System for measuring results agreed upon. 4. Format for reporting agreed upon. 5. Weekly AIFLD-USAID meeting set-up and format established. 6. AIFLD modifies accounting system so that information is available for management decisions. 7. Discussions held with USAID on proposal criteria and funding for the next six months. 8. Reports delivered on mutually agreed upon schedule. 9. Financial information produced by program. 10. Joint USAID/AIFLD internal management review. 	<ol style="list-style-type: none"> 1. All short-term tasks continue. 2. AIFLD establishes indicators for labor union development success. 3. System to monitor program progress and impact established. 4. Discussions with donors on medium term goals and objectives. 5. Evidence that financial information is used for management decisions....field staff in charge of country financial management decisions. 6. Medium term goals and objectives of AIFLD outlined. 7. Medium term goals and objectives of AIFLD/Haiti outlined. 8. Documented data provided on AIFLD/Haiti activities to date. 	<ol style="list-style-type: none"> 1. All short-term and medium term objectives remain valid. 2. Established indicators for labor union development success tested and revised. 3. System to monitor program progress and impact tested and modified. 5. AIFLD able to present comprehensive documentation on the status of labor unions. 6. Long-term goals and objectives outlined for AIFLD.

¹³ The evaluation team offers these time frames as suggestions only. Our current understanding is that USAID funding for activities after the Presidential elections is unclear.

B. Program Issues: Overall, the AIFLD program has made contributions to the preservation and development of the Haitian trade union movement.

AIFLD was present in Haiti at a time when it was especially important to provide guidance and financial support to a fragile trade union movement. AIFLD's presence in Haiti after the 1991 coup provided support to a weak trade union movement at a time that it was almost impossible for unions to operate. AIFLD's moral support, advice on key issues, help in making this period productive and financial support to unions are the reasons that unions survived, are now more unified and, in general, progressed during the years of the defacto government.

There has been limited progress in bringing women into the labor movement. Though women make up a large portion of the assembly sector, women are not fully represented in the leadership of the labor union movement. **Recommendation:** If AIFLD substantially improves the management and documentation of their program, and clearly defines a cohesive program for labor unions in Haiti, the continued support to labor is recommended.

Short-term: (in the next 6 months)	Medium Term: (1-2 Years)	Long-Term: (2-5 Years)
<ol style="list-style-type: none"> 1. AIFLD places major efforts on civic education related to elections. 2. Detailed program for assistance to election civic education outlined. 3. Assistance provided to labor members of Tripartite Commission to help them understand issues to be addressed (i.e., the benefits of privatization). 4. Indicators for program success concerning elections and assistance to Tripartite Commission established. 5. AIFLD documents outcome of program. 	<ol style="list-style-type: none"> 1. AIFLD documents AIFLD assisted trade union accomplishments to date....including benefits to rank and file membership. 2. Medium term plan for labor union development. 3. Medium term plan to increase the participation of women designed. 4. Assistance to Tripartite Commission continues. 5. Plan has clear indicators which include types of services offered that participating members are willing to pay for. 	<ol style="list-style-type: none"> 1. AIFLD continues to document AIFLD assisted trade union accomplishments. 2. Privatization is a higher program priority. 3. Sustainability including the institutional development of unions/confederations and their ability to collect dues to pay for services is a major priority. 4. AIFLD develops a time phased plan for labor union development. 5. Broad based membership education.

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25

ANNEX I: Scope of Work

ATTACHMENT I

SCOPE OF WORK

AIFLD EVALUATION

I. Overview

USAID/Haiti is preparing the evaluation of the American Institute for Free Labor Development (AIFLD), the implementing agency of the labor component of the Democracy Enhancement Project (521-0236). In July 1991, two months before the coup which overthrew the first democratically-elected President, AIFLD was awarded a Cooperative Agreement for the purpose of assisting labor movement to become a positive force for democracy in Haiti.

After the departure of the President into exile, unions related activities were halted. An amendment to the program description was made with the goal "to support the Haitian Trade Union movement in its struggle to restore the democratic process that was taking place in their country before the September 30, 1991 coup d'etat". During this time, AIFLD was providing administrative support to unions so that they can provide basic services to their affiliates; promoting the cause of free labor development to the general public; and assisting unions with rural components. A relatively low profile was maintained by all labor unions during this time and some leaders went into exile or underground.

Between July and December 1994, AIFLD's program was to train, including political and civic education in addition to labor training for national and local leaders and unions-building. In addition, it was to provide financial resources for the administrative restructuring of participating unions and their affiliates. AIFLD's program changed again in January 1995 to focus on providing civic education through labor unions with a view toward contributing to voter education and getting out to vote on election day. AIFLD held three town meetings in different parts of the country which featured candidates for offices from those areas.

A two-person team is required to carry out the evaluation as per the scope of work outlined below. The Mission wishes to field an evaluation team to conduct the evaluation over a three-week period beginning August 1, 1995.

II. Purpose- AIFLD Evaluation

The purpose of this evaluation is will be to determine the extent to which AIFLD has successfully accomplished the objectives of the grant; determine what the impact of AIFLD's grant has been in Haiti, a country where the unemployment rate figure often given for the formal sector is approximately 80 percent; and to provide lessons learned from the AIFLD grant. This evaluation will also assess the management of the grant, both by USAID and AIFLD, including financial management.

- 27

III. Statement of Work

A. The evaluation will examine the various project components detailed below with the goal of answering the following questions:

- What has been achieved to date to support the project purpose?
- What has been the Project's impact to date in terms of institutional support to labor unions, number of unions members trained, how AIFLD's civic education contributed to voter registration and voter turn out on election day?
- How is the Project received by beneficiaries, unions members, unions and the business people and the outside community (i.e., beyond the organizations immediately involved in the Project)?

B. More specifically the evaluation will address the following areas and respond to the following questions:

- What basic services have been provided to affiliate member unions?
- What institutional development has been done with the unions and what the results have been?
- Are the activities adequately focussed to reach the desired objectives?
- What is the impact of the training provided to labor unions on women's participation and membership?
- Has the money AIFLD gave to affiliates been adequately and rationally used and accounted for?
- Has the USAID management structure provided adequate support for project operations?
- Have recommendations from AID audits, AID procedures and regulations been incorporated into AIFLD's management practices and followed at contract level? at subcontract level? at grantee level?
- Are reports, work plans, budgets, etc. produced, distributed regularly and used?
- Have affiliates unions adopted and mastered basic management practices?

IV. Schedule of Work

A. The team will be provided basic Project documentation (Project Paper, Cooperative Agreement, salient reports) and authorized to spend up to two-days reviewing the material and meeting with the Grantee and AID/W employees in Washington, D.C. involved in the management of the regional grant in order to develop a detailed work plan. A list of the people to meet is as follows:

USAID:

USAID/Haiti Task Force
USAID/LAC Caribbean Desk: Dan Riley; David Eckerson
USAID/G/DG: Peter Accolla (Labor Advisor)
USAID/G/DG: Chuck Costello (Director)
USAID/LAC/AA: Mark Schneider
USAID/LAC/DAA: Norma Parker

State:

Ollie Anderson, ARA/PPC (Labor Advisor)
Ed Sutow (Human Rights/Labor)

AIFLD:

Jesse Friedman (Deputy Executive Director)
Emily Donohue (Haiti Coordinator)
Bruce Jay (Chief of Staff to Executive Director)
Jack Eberle (AIFLD Consultant, formerly Director of Economic Research/Public Relations)

AFL-CIO/International AffairesL Chuch Gray/Phil Fishman (AIFLD should arrange appointments)

B. Within three days of arrival in Port-au-Prince the evaluation team will present a detailed work plan to the Chief of HRD and AIFLD representatives. this will include a description of evaluation methodology, individual work assignments, field visit schedule, interview/meeting schedule, list of survey instruments to be used, and data requirements. The workplan will be finalized in a meeting with the Chief of HRD, AIFLD representatives and evaluation team.

C. The team will be expected to meet with Mission Chief of HRD and AIFLD representatives to discuss the findings. A progress meeting will be held at least once a week.

D. At the end of the second week, the Chief-of-Party of the evaluation team will present a draft outline of the report and present preliminary findings and recommendations at a meeting with Mission and appropriate Project personnel.

E. At the end of the third week, a draft report will be presented to AID and AIFLD to review prior to preparing revised finalized version.

F. The final report will be drafted by the Team-leader and presented before team leaves Haiti. A revised final report will be presented to the Mission no later than two weeks following receipt of review reactions from the Mission.

V. Logistical Support and Level-of-Effort

Team members are expected to go to Haiti immediately following their 2-day trip to Washington and undertake the rest of the evaluation. The contractor will work relatively independently, providing its non logistical and secretarial support.

A six-day work week is authorized.

VI. Evaluation Team Composition

A two-person team is required for this evaluation effort. These persons will be recruited by USAID. The team will combine expertise in dealing with labor union and project evaluation with knowledge of Haiti and AID regulations, and financial management.

The team leader must be an evaluator who is very familiar with AID and project development; must speak French or Creole; excellent writing and organizational skills. Either the Team-leader or the second person must: be familiar with labor union, AIFLD and/or civic education, institutional development (specifically labor union development). Knowledge or experience in Haiti or similar country is considered a plus.

The second member of the team must be a labor/institutional development specialist with experience with labor unions, AIFLD, or knowledge of labor union development; must have French or Creole, good interviewing and interpersonal skills, must have prior work (even short-term) experience with AID, preferably as evaluator.

The Mission Technical Office(HRD), and AIFLD representatives will take a collaborative and active role in the evaluation.

The team members will spend o/a 18 work days (three weeks) in-country. The team leader will be authorized to spend an additional 5 days preparing the final report.

VII. Reports

The team will be responsible for submitting the following documents according to the schedule cited below:

<u>Document</u>	<u>Schedule</u>
a. Work Plan	COB day 3
b. Draft Outline/	COB day 10
c. First Draft Final Report	COB day 18
d. Final Report and Executive Summary	10 days following receipt of comments

The final report will be submitted to AID in ten copies in English. The report will be presented according to the AID format for evaluation reports, and will include the following chapters:

1. Executive Summary
2. Project Identification Data Sheet
3. Table of Contents
4. Body of Report

5. Appendices

The body of the report will include discussion of (1) the purpose and study questions of the evaluation, (2) a summary of the economic, political and social context of the project, (3) the evaluation approach and methodology selected, (4) the evidence/findings of the evaluation, (5) the conclusions drawn from the findings, and (6) the recommendations based on findings and conclusions. The report should also include a list of the recommendations made in other consultants' reports, a statement as to whether or not the recommendation was heeded and the results thereof. The body of the report should not exceed 50 pages.

VIII. Methods of payment:

Payments will be made as follow:

- 30% upon submission of Workplan
- 50% upon submission of Draft Report
- 20% upon submission of Final Report

Date: August 16, 1995

To: Bill Radlein, USAID/Port-au-Prince

Fr: Lisa M. Matt and Don Knight, Evaluation Team for AIFLD

Re: Work plan

Attached please find our Work plan.

Included are the following:

1. Evaluation methodology
2. Report Outline
3. Schedule of activities

1. Evaluation methodology

Review grant agreements and all available project documentation

Compare projected outputs with actual outputs. Output data (including technical assistance including consultant time, training sessions, types, numbers and content and funds given as administrative assistance) required from AIFLD.

Verify outputs to the extent possible: assistance to Unions/training to Unions via interviews with Union leadership and Union members.

Try and get an understanding of the impact of AIFLD activities through discussions with members...case studies are a possibility.

Gain an understanding of the AIFLD reputation by speaking to organizations doing related work

2. Interviews with Unions

OGITH

FOS

CNEH

CATH

CGT

KOTA

SOMA

KONADESH

AJH

FESTREDH

Other Unions that participated in training

Discussions with these groups will include the following:

✓Activities in the last 4 years

✓How were union activities maintained?

✓How was contact with membership maintained?

✓Assistance from AIFLD....participation in specific activities: training, etc.

✓Future directions

3. Interviews with other groups

Tripartite Commission

Election Commission

CLED

OAS

NDI

IRI

PIRED

Presidential Commission on private sector development??

ILO: Marta Scarpato

Labor Attache: Embassy...Richard Bell

IFES

UN Election Trust Fund people????

The objective of these interviews is to discuss complementarity/collaboration for related activities and impression of AIFLD activities by others.

Evaluation Report Outline

I. Introduction

- A. Summary of Democracy Enhancement Project and Labor Portion AIFLD
- B. Purpose of the Evaluation and Primary Issues Examined
- C. Haiti Context
 - 1. Political Economic and Social (brief) aspects that influenced the project)
 - 2. Why labor unions when there is no employment?
- D. Evaluation Methodology

II. AIFLD Activities

- A. Overview of Project
 - 1. AIFLD Approach
 - 2. AIFLD involvement in Haiti
 - 3. Agreements with USAID and evolution since 1991
- B. Description of Project Components and accomplishments
 - 1. Technical Assistance
 - 2. Training
 - 3. Administrative (financial) support to Unions
 - 4. Elections
 - 5. Humanitarian Assistance
 - 6. Other

III. Project Management

- A. Reporting
- B. Monitoring and Evaluation
- C. Financial Reporting
- D. Cost Effectiveness
 - 1. Cost of AIFLD program versus outputs

IV. Project Impact

- A. Institutional development
- B. Women's participation
- C. Potential long-term impact

V. Issues/Recommendations

- A. AIFLD mode of operation/political nature of AIFLD
- B. Focus of Activities
- C. Management
- D. Pending AIFLD Proposals/Future activities
- E. Alternative sources of labor support
- F. Others

Evaluation Team Interview Schedule

Date	Activity
August 9, 1995	Round table at AIFLD Offices with Haitian Trade Unionists sponsored by USIA
August 10, 1995	Preparation at Thunder & Associates Briefing by AIFLD Washington
August 11, 1995	Briefing by Peter Accolla, USAID/G/DG Haiti Task Force Ollie Anderson, ARA/PPC Labor Advisor
August 13, 1995	Travel to Haiti
August 14, 1995	USAID/Chris Brown and Bill Radlein Project Documents Meet with AIFLD/Haiti
August 15, 1995	Meet with USAID Mission Director Survey of Project Documents Develop schedule and Work plan. Meet with George Exceus and Mike Donovan
August 16, 1995	USAID/documentation Meet with George Exceus and Mike Dovovan Appointments for interviews
August 17-19	Meet with leaders of major participants in AIFLD program: OGITH FOS CNEH CATH CGT KOTA AJH FESTREDH SOMA KONADESH

August 21-22	Meet with representatives from the following: CLED OAS (Marta Gomez/Taylor Wingate) NDI IRI IFES PIRED Prime Minister's Office (Margoric Kernizan) ILO U.S. Embassy Labor Attache
August 23-25	Travel to two areas outside of PAP to discuss AIFLD supported activities (training, training for elections, etc) Possibilities include a day trip to the Artibonite and a day in Cape Haitian or Gonaives. Final destination will be determined in discussions with Union leaders.
August 26	Refine report Outline
August 27-September 1	Draft Evaluation Report
August 28	Discuss and finalize outline with Mission
September 1	Submit draft Report to USAID
September 2	Team departs Haiti
September 9	Comments on report from Mission due to Thunder
September 23	Final report due

ANNEX III: Project Activities and Indicators

DOCUMENT	INDICATORS	ACTIVITIES
<p>Original Cooperative Agreement</p> <p>7/17/91</p> <p>\$250,000 Obligated</p>	<ol style="list-style-type: none"> 1. 400 members receive leadership training 2. Leaders active in organizing and in negotiating collective bargaining contracts 3. Democratic labor movement grows by 15-20% 4. Tripartite dialogue established among labor, management and government. 5. Labor to have voice in legislation affecting workers and authority to initiate legislative action to overhaul labor code 6. Each participating confederation will have established technical branch for support and guidance in collective bargaining, contract negotiation and enforcement and conflict resolution for grievance, mediation and arbitration procedures. 7. Each confederation will have one viable social service 8. Membership in rural unions to grow by 20% and 100 peasant leaders to receive union development training 	<ul style="list-style-type: none"> ✓ In-country training/14 one-week courses for leaders to trade other union membership ✓ Courses in basic trade unionism ✓ 40 first echelon leaders to follow leadership development courses at CTV's INAESIN (training of trainers to train second echelon) ✓ Support for finance organizing organizations campaigns developed by participating unions ✓ Efforts to build bridges with government and management ✓ Consensus among confederations for format for dispute resolution ✓ Need for tripartite dialogue included in course materials ✓ Radio broadcasts/written material ✓ Technical assistance to confederations ✓ Financial assistance (revolving fund, grant fund, AFL-CIO Impact Project fund and LC) ✓ Training and TA

<p>Amendment 1: New Project Description</p> <p>7/27/92</p> <p>\$142,532 Obligated \$392,532 Total</p>	<ol style="list-style-type: none"> 1. Organizing campaigns take place 2. Basic trade Union seminars held 3. Tri-partite dialogue established 4. Labor equal participant in official bodies that develop legislation and policy affecting workers 5. Rural union membership grow by 20% and 100 peasant leaders receive training 	<p>✓Provide administrative support to unions so that they may provide basic services to their affiliates</p> <p>✓Training and technical assistance</p>
<p>Amendment 2:</p> <p>5/3/93</p> <p>\$108,002 Obligated \$500,534 Total</p>		
<p>Amendment 3: New program (\$209,204)</p> <p>7/12/93</p> <p>\$119,545 Obligated \$620,079 Total</p>	<ol style="list-style-type: none"> 1. Numbers of training programs 2. Numbers of people trained <p>Quarterly reports</p>	<p>10 Leadership Training Seminars 5 Weekend Seminars 5 Women Leadership Trainings 1 National Conference</p> <p>10 Agrarian Workshops 1 Agricultural Cooperative Seminar</p>
<p>Amendment 4</p> <p>8/25/93</p> <p>\$89,659 Obligated \$709,738 Total</p>		

<p>Amendment 5: New Program Description (\$127,000)</p> <p>10/24/94</p> <p>\$101,048 Obligated \$810,786 Total</p>	<ol style="list-style-type: none"> 1. Numbers of meetings with labor leaders 2. numbers of small group meetings with labor leaders 3. Conference calls with labor leaders around the country 4. Training sessions 5. Training session participants 6. Volunteers for advanced training 7. Women for advanced training 8. New local unions established 9. Meetings with other organizations 10. Visits to U.S. unionized work sites 	<ul style="list-style-type: none"> ✓ Training ✓ Technical Assistance ✓ Administrative Assistance
<p>Amendment 6: New Program Description (\$253,024)</p> <p>2/22/95</p> <p>\$125,799 Obligated \$936,585 Total</p>		<ul style="list-style-type: none"> ✓ Administrative Assistance ✓ Training to develop and strengthen existing unions and encourage a broader Union Confederation ✓ Support to help unions mobilize members for training and voter education and registration and get-out-the vote campaigns ✓ Job creation through public sector jobs programs
<p>Amendment 7: increased budget (\$99,024)</p> <p>4/11/95</p> <p>\$252,201 Obligated \$1,188,786 Total</p>		
<p>Amendment 8:</p> <p>Completion date extension 7/31/95</p>		